



DIRECTOR OF CIVIL DEFENSE
OFFICE OF THE SECRETARY OF THE ARMY
WASHINGTON, D. C. 20310

64-3330

MAY 7 1964

Honorable John A. McCone
Director, Central Intelligence Agency
Langley, Virginia

Dear Mr. McCone:

Attached is a copy of a letter Steuart sent to each State Governor upon his leaving the OCD. I thought you might be interested in the letter, particularly in regard to the transfer of the OCD functions from OSD to the Secretary of the Army.

Sincerely,


William P. Durkee

Attachment

EXECUTIVE REGISTRY FILE

Army



ASSISTANT SECRETARY OF DEFENSE
WASHINGTON, D. C. 20301

March 31, 1964

CIVIL DEFENSE

Dear Governor :

You have my letter dated January 20, reporting to you on civil defense program short-term objectives. I want to add three items:

1. The Senate deferred action on the civil defense shelter bill, pending presentation next year of Defense Department budget recommendations on related defense systems, particularly anti-ballistic missiles;
2. I have resigned effective April 1; and
3. The Office of Civil Defense has been transferred to the Office of the Secretary of the Army.

I want to be sure that you understand the circumstances of my resignation. It has nothing to do with the setback on the shelter bill. I took on this assignment two and one-half years ago on the understanding with Secretary McNamara that I could not leave my law practice for more than two years. I have overstayed by six months and would have further delayed my departure if I had felt that the program was still "in the woods." On the contrary, I believe there is every evidence that the first step in a fallout shelter oriented civil defense program has been completed and a firm base established for the next step.

Although progress is slower and the complexities of organizing and managing this joint venture between three levels of government are greater than most of us in the Defense Department imagined in 1961, in retrospect the progress we have jointly achieved is considerable. The nation is far along in the organization of a fallout shelter system and all that goes with it, using existing buildings and underground facilities capable of accommodating about 70 million people. We have organized around the normal governmental, industrial, institutional and military organizations and management, rather than building a special purpose bureaucracy.

Senator Jackson, as Chairman of the Senate Armed Services Subcommittee which held the hearings on the shelter bill, has publicly explained with some care that no decision was reached on the merits, that it was intended to take the matter up again in the context of related defense decisions having to do with the protection of our population against nuclear attack, and that the current civil defense program has "well defined and practical objectives" and is "well managed." With the knowledge and tacit concurrence of both the House and Senate Armed Services Committees, we have developed a new plan to achieve most of the increase in shelter space that would have resulted from

the shelter bill through an intensification of the current program of making use of existing buildings. For this purpose, we intend to seek from the Appropriations Committees a substantial part of the funds which would have been authorized by the shelter bill to provide ventilation kits to expand the sheltering capacity of basement areas in surveyed buildings, to intensify the survey to local shelter areas in smaller buildings and residences, and to provide professional survey and planning help to communities seeking to organize a shelter system. Funds will also be applied to additional shelter equipment for trapped water so that it can be used by people in the sheltered areas of surveyed buildings and for communications equipment in shelter areas.

In addition, an extension of the current authority for matching funds for administrative expenditures of state and local governments and for travel costs of personnel undergoing civil defense training has been proposed to Congress.

Thus we intend to step up the current phase of the program, pending next year's decision on legislation. This plan should be easier for Congress to digest than the deferred shelter construction program. For the next year, I foresee no letup in the momentum we have achieved over the last year or two. Beyond this year, I am cautiously optimistic that the objective of nation-wide fallout protection will be met. The reason for my optimism is best expressed in the recent words of Secretary McNamara on the occasion of the March 20 meeting of the U. S. Civil Defense Council:

"I foresee a firm and high priority for civil defense as an integral part of our national security effort. The role of a nationwide fallout shelter system in our total defense posture is becoming increasingly more defined as a result of continuing analysis of prospects for limiting damage on the United States in the event of a nuclear attack. If a relatively small percentage of the defense budget is applied to this purpose, fallout protection should have priority because it would save more lives for modest expenditures than any other possible improvement in our strategic forces. If a larger investment in limiting nuclear damage on the United States appears justified, a nationwide fallout shelter system would be an essential part of the package and a necessary complement to those weapons systems devoted to the same purpose, namely the protection of American lives.

"The joint efforts of those responsible for civil defense at the federal, state and local levels of government have provided a realistic and sound base from which civil defense effectiveness can now be increased with greater confidence. The organization of a shelter system for 70 million people, which is well advanced, has been an unique and formidable management undertaking. The many Americans in and out of government who have participated in this accomplishment over the last two years can take pride in making an important contribution to the defensive strength of our

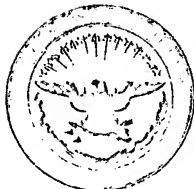
country. It is a fact of great significance that the American people have a demonstrated capability to give vitality and maximum effectiveness to our military forces through civilian measures of defense."

The functions of the Office of Civil Defense as set forth in Executive Order 10952 are being delegated to the Secretary of the Army. It is important to note that this delegation is to a civilian appointed by the President to a key defense post, rather than to the Department of the Army. The Army Staff will have no authority over the program. Thus Secretary Ailes joins me in assuring you that this action in no way will compromise the essential civilian nature of responsibilities and leadership in the civil defense program. The effect of the change is to recognize the Office of Civil Defense as an operational agency which has matured to a place in the permanent defense establishment. It greatly strengthens the increasingly important ties between the civil and military defense of the nation and the effective planning for military support of civil defense.

I want to express my deep appreciation to you and the very able people on your staff and in your state who have devoted themselves to our national defense by strengthening the capacity in your state to minimize damage from any disaster, even nuclear attack.

Sincerely,

Steuart L. Pittman



ADVANCE COPY

information bulletin

DEPARTMENT OF DEFENSE - OFFICE OF CIVIL DEFENSE

Washington, D. C.

May 13, 1964

No. 113

ARMY SECRETARY AILES
ADDRESSES STATE CD DIRECTORS

This is the text of a speech by Secretary of the Army Stephen Ailes, May 5, at the Spring Conference of the National Association of State Civil Defense Directors in Washington, D. C.

It is a pleasure for me to participate in this conference of the National Association of State Civil Defense Directors and to bring you greetings from the Department of the Army.

As you are all aware, Secretary McNamara transferred the Office of Civil Defense from the Office of the Secretary of Defense to the Office of the Secretary of the Army on March 31 of this year.

I said at the time of the transfer and I am now proud and happy to repeat that I have the most sincere and deep admiration for the achievements of the Office of Civil Defense and the work which has been done by State and local Civil Defense organizations throughout the nation.

As a matter of fact, a substantial amount of my information on this subject was obtained by me under the tutelage of Major General Lyle Welch, the Adjutant General of the State of Nebraska who doubles as State Director of Civil Defense. Last Fall, I stopped in Lincoln on my way to the West Coast. I toured the Emergency Operation Center and listened to a complete presentation by General Welch and his staff on their civil defense activities and on their concept of military support for civil defense, with which I was in complete agreement. I am delighted to see General Welch here tonight and now to be associated in both aspects of his job. There are at least 11 other State Adjutant Generals who wear both hats, including my old friend and golf partner, General George Hearn of Georgia.

Mr. McNamara stated that civil defense functions were transferred to the Army because these functions are essentially operational and therefore should properly be administered by one of the Military Departments. These functions were originally assigned to the Secretary's immediate office in

order that he might exercise personal supervision while the program was first getting started under Defense Department direction.

I think it is only fitting that a few words be said at this point about the accomplishments of Civil Defense since it was first transferred from the Executive Office of the President to the Department of Defense. The initial shelter program is now well under way. More than 100,000,000 shelter spaces have been located, 74,000 buildings marked, 57,220,000 shelter spaces marked and 22,000,000 shelter spaces stocked in 38,500 buildings. The great progress reflected in these figures is due in great part to cooperation and efforts of the State Civil Defense organizations which you represent, and the thousands of civil defense units operating at the local community level.

The Army has watched this progress with particular interest. We have, in a sense, a companion mission, as you know -- the responsibility for the development and, if there is a decision to deploy, for the operation of an active ballistic missile defense system. These two programs are directly related since deployment of an ABM system cannot be justified absent an adequate shelter program.

The delegation of civil defense responsibilities from the Secretary of Defense is to the Secretary of the Army. Under the terms of this delegation, the Army staff has no management responsibilities. I have redelegated my authority to Bill Durkee, who has been designated the Director of the Office of Civil Defense, Department of the Army. He will report directly to me. The civilian nature of the leadership, supervision, and control is in no way changed by this action. The Office of Civil Defense remains an operational entity. It remains a civilian responsibility in the same fashion as our authority over the Canal Zone is assigned to me as Secretary of the Army, and not the Army Staff.

To assure that all matters involving civil defense are given priority attention and support, I have requested my top civilian staff - the Under Secretary and the Procurement, R&D, and Financial Management Assistant Secretaries, to make available to the civil defense decision-making process all the talents which they bring to the Department of the Army. Needless to say, we in the Army Secretariat look forward to working with the problems of civil defense in their proper place as a part of our total defense posture.

Just as civil defense is an essential element of military defense, so military support is an important element of civil defense. As Under Secretary of the Army, I gave this problem considerable attention. The effective support by our military resources of civil defense both in planning and in actual operations in a nuclear disaster greatly increases the country's ability to minimize damage and speed recovery.

Two caveats are in order: First, we cannot permit our armed forces to become irrevocably committed to the task of civil defense. Our armed forces must retain their capability to deal with any military threat. Second, great care must be exercised to insure that civilian civil defense efforts at

Federal, State and local levels are not relaxed. The military forces and resources based in this country, even if committed entirely to civil defense operations, could not cope with the requirements since these forces represent less than 3 percent of the nation's manpower and equipment potential.

In my judgment, therefore, the key to effective military support of civil defense is the existence of a suitable military organization which can respond readily to the requirements of the civil defense organization at all levels of government.

An inconsistency presently exists between the civil defense organization and that of the military. The civil defense organization extends from Regional Headquarters to the State Civil Defense Organization, and thence to county and local civil defense headquarters, while in the regular Army organization there are no headquarters at the State level. There now exists, however, in the National Guard organization in each State, an Adjutant General and a State Headquarters. The Adjutant General and his headquarters can be utilized as a State-level military headquarters for military support of civil defense within the State.

The plan would be as follows:

In the event of a nuclear attack, the State AG and the necessary elements of his headquarters would be called into Federal service. The State AG would then come under the command of the ZI Army Commander in whose area he is located, and would have operational command of the military resources, including Reserve and Active Army units, within his State which were made available by the ZI Army Commander for the military support mission.

If State AGs and necessary elements of their headquarters are to be called into Federal service in event of a nuclear attack, these same people should have pre-mobilization responsibilities for the planning and preparation for military support of civil defense within their States. They should carry out this function under the supervision of the ZI Army Commanders.

This organizational concept has certain obvious advantages. In utilizing State headquarters, it utilizes existing military staffs who do not otherwise have a mobilization assignment. Further, it provides an ideal means of coordinating State and Federal organizations. During the pre-mobilization phases, the Governor of each State, working through his Adjutant General, will have an input to the planning which will affect his State. Even after mobilization, a familiar means of coordination will exist between the Governor and the senior military authority with responsibility concerning the State. This plan will thus provide a standard military chain of command, made up of compatible military components, which can function with maximum effectiveness in cooperation with State and Federal authorities.

In April, 1963, I presented this concept to the Association of State Adjutants General during their conference in San Juan, Puerto Rico, and they approved it in concept.

The Chief of Staff of the Army then appointed a Planning Board at USCONARC consisting of representatives from the CONARC staff, the CONUS Armies, the National Guard Bureau, the State Adjutant Generals' Association, Navy, Air Force and the Office of Civil Defense, to study methods of implementing this concept. The Board commenced its deliberations early in January of this year and has submitted its final report to the Army for its study. I expect excellent results from this project.

In Alaska we have just had a practical demonstration of civilian authority and operations being maintained and conducted by the Governor and mayors using their civil defense organization as a coordinating and directing arm, supported by military units and resources. Lieutenant General J. R. Reeves, Commander in Chief, Alaska, stated to Lieutenant General Mundy, USAF (Ret.), now a Special Assistant to the Director of the Office of Civil Defense, who preceded him in the Alaska Command, that he quickly discovered the need to funnel the military assistance which he controlled through Civil Defense.

State Adjutant General Thomas Carroll went directly to State Civil Defense Headquarters in Anchorage and relayed requests for aid from State Civil Defense Headquarters to Army, Air Force, and Navy units. An Army liaison unit was also set up in the Anchorage city Civil Defense Headquarters. There was no martial law declared in any Alaskan community.

Thus, in a real sense, what we are planning nationwide has already taken place in Alaska. The civil defense organization in Alaska coordinated all rescue and relief activities and acted as a center for liaison with military forces and city civil defense heads. Except that there was no radioactive fallout, Alaska's violent earth shocks were the equivalent of near misses by thermonuclear weapons. In Seward most of the buildings were shaken apart. Immediately afterwards, the oil tanks exploded and burned. Two tidal waves then swept the waterfront, totally destroying the dock area. Mayor Perry Stockton said: "Seward would have been a total loss without the training we had. Twenty minutes after the earthquake hit we were in operation through civil defense."

At the request of the Governor through State Civil Defense, 163 officers and men of the 4th Battalion, 23rd Infantry, were rushed from Fort Richardson, near Anchorage, to Seward, to aid in rescue and help local police maintain order.

In an interview the other day, Governor Egan of Alaska said: "When we were dropped to our knees by the earthquake and tidal waves in Alaska, the civil defense organization was there to pick us up and get us started on the road to recovery. I can't give enough praise to the civil defense organization since our tragedy on Good Friday. Anyone in Alaska who had reservations about civil defense in Alaska, I am sure has changed his mind now after seeing the great job this agency did and is continuing to do for our people."

Governor Egan continued by saying: "Civil Defense shone all the way through. Those who had been sniping at the civil defense organization have now seen where they were wrong. Without civil defense we would have had a dreadful time. The Civil Defense people simply took hold of things in this emergency and proved its worth and value, not only to Alaska but to any others who have been close to the State...I mean people in other sections of the United States who have interests there. Civil Defense did a great job, a job which I think deserves the thanks of everyone in Alaska."

Secretary McNamara, as you know, regards Civil Defense as an indispensable component of our national defense posture. In his testimony before the House Armed Services Committee in January he said:

"Civil Defense is an integral and essential part of our overall defense posture. I believe it is clear from my discussions of the Strategic Retaliatory and Continental Air and Missile Defense Forces that a well planned and executed nationwide civil defense program centered around fallout shelters could contribute much more, dollar for dollar, to the saving of lives in the event of a nuclear attack upon the United States than any further increases in either of those two programs. Indeed our studies indicate that an effective civil defense program could increase the number of persons surviving a determined Soviet nuclear attack in the 1970 period by tens of millions, at a total investment cost to the Federal Government of about \$3 1/2 billion.

"An effective civil defense program requires two major elements: A nationwide system of fallout shelters, properly equipped and provisioned, to protect our population from the fallout effects of a nuclear attack; and planning and organization of the capabilities essential to the effective use of this system, including the ability to carry out essential postattack emergency operations."

This statement by the Secretary of Defense clearly defines the goals of a balanced civil defense program for the United States. Its implementation in every way possible consistent with the role of the Federal Government in civil defense, is what Secretary McNamara expects of me, and I am looking to Mr. Durkee, the States and local jurisdictions to provide a meaningful-balanced civil defense capability to save lives in an emergency.

I am sure your deliberations here this week have included discussions of the techniques to be used and the responsibilities you have to meet the requirements of the 1965 program paper which sets forth the program emphasis for the months ahead. I would only urge that you also put emphasis on securing in each county and city in your states, the civil defense competence needed to carry the national program into effect throughout the country.

This will mean, among other things, the implementing of civil defense statutes in each state, by convincing the local legislative bodies and executives that they must provide the budgets and skilled manpower required for the protection of the people in their jurisdictions. This is clearly a legal and

moral obligation of local government. You must help to provide the motivation at the State and local levels, and once this motivation is there, you must follow through to see that the hard decisions which must be made at State and local levels, are in fact made to provide the money and the people needed to make civil defense work.

We have come a long way in Civil Defense, but a big job still lies ahead. We must work together to give the United States the civil defense program it must have as an essential complement to its military force structure if we are to meet the challenge which faces us. Our success in reaching this objective is in your hands.

Thank you.

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